

U.S. Department
of Transportation

**United States
Coast Guard**



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DEPARTMENT OF TRANSPORTATION

U. S. COAST GUARD

STATEMENT OF REAR ADMIRAL JOHN W. LOCKWOOD

CHIEF, OFFICE OF NAVIGATION SAFETY AND WATERWAY SERVICES

U. S. COAST GUARD HEADQUARTERS

ON THE BRIDGE ADMINISTRATION PROGRAM

BEFORE THE

SUBCOMMITTEE ON COAST GUARD AND NAVIGATION

COMMITTEE ON MERCHANT MARINE AND FISHERIES

HOUSE OF REPRESENTATIVES

WASHINGTON, D. C.

SEPTEMBER 12, 1991

UNITED STATES COAST GUARD
OFFICE OF NAVIGATION SAFETY
& WATERWAY SERVICES

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REAR ADMIRAL JOHN WELDON LOCKWOOD
UNITED STATES COAST GUARD

RADM LOCKWOOD was commissioned from Officer Candidate School, Yorktown, Virginia in June 1963. His first assignment was as Operations Officer in the buoy tender WALNUT, Miami Beach, Florida. Twenty months later, he fleeted up to Executive Officer of WALNUT. In 1966 he took command of USCGC POINT WHITE, a patrol boat of Coast Guard Division 13 deploying from Cat Lo, Republic of Vietnam, on Operation MARKET TIME. From 1967-1969, he commanded Coast Guard Group Shinnecock on eastern Long Island, after which he became Commanding Officer of USCGC JUNIPER, St. Petersburg, Florida from 1969-1971. Staff assignments followed from 1971-1974 as Assistant to the Chief of Operations and then Assistant to the Chief of Staff, Third Coast Guard District, Governors Island, New York. Returning to duty afloat in 1974, he commanded USCGC BASSWOOD, homeported in Guam, Mariana Islands and participated in Operation NEW LIFE during the Vietnam evacuation. In August 1976, RADM LOCKWOOD attended the Armed Forces Staff College in Norfolk, Virginia. After graduation in January 1977, he became the Coast Guard Liaison Officer to Commander in Chief Atlantic Fleet in Norfolk, Virginia. In August 1978 he took command of the high endurance cutter TANEY, Portsmouth, Virginia. Returning to duty ashore in July 1980, RADM LOCKWOOD became the Coast Guard Representative to the U.S. Mission to the United Nations in New York. During his tour as a political officer at the mission, he also served as a member of the United States Delegation to the Third United Nations Conference on the Law of the Sea. He then attended senior service college, and in June 1983, graduated from the Industrial College of the Armed Forces, National Defense University, Washington, D.C. Another high endurance cutter command followed from 1983 to 1985, this time in USCGC CHASE where RADM LOCKWOOD was engaged in Caribbean drug law enforcement, alien migrant interdiction, and the Grenadan Operation. He then reported to Coast Guard headquarters in Washington as Chief, Enlisted Personnel Division and Senior Coast Guard Military Representative to the Defense Advisory Committee on Women in the Services (DACOWITS). From December 1986 through May 1987, as Commander Caribbean Squadron during Operation CHECKMATE-7, RADM LOCKWOOD led three pulses of the joint USCG/USN task unit on air and surface drug interdiction operations off Colombia and throughout the Caribbean Basin. In June 1987, he became the first permanent Caribbean Squadron Commander, and planned and executed over 25 operations at sea with the force in the ensuing two years. RADM LOCKWOOD then became Deputy Chief, Office of Navigation Safety and Waterway Services, at Coast Guard Headquarters in July 1989, and on 31 December 1990, was designated Chief of that office. He was recently selected for promotion to the rank of Rear Admiral (Lower Half).

RADM LOCKWOOD's decorations include the Bronze Star Medal with Combat "V", 2 Meritorious Service Medals with Operational Distinguishing Device ("O"), 2 Coast Guard Commendation Medals with "O", 2 Coast Guard Achievement Medals with "O", and the Combat Action Ribbon. He also holds 8 Coast Guard and Navy Unit Commendations, and 2 awards of the Humanitarian Service Medal.

RADM LOCKWOOD, his wife Cyndee and their two sons, Adam and Darrin, reside in Annapolis, Maryland. He also has three other daughters and a son: Susan, living in Berkeley, CA., Melissa, residing in San Diego, California, and Lauren and Steven in Sparks, Nevada. RADM LOCKWOOD is the son of Ruth McNutt LOCKWOOD of Barrington, New Hampshire.

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MR. CHAIRMAN, I AM PLEASED TO HAVE THE OPPORTUNITY TO MEET THIS MORNING WITH YOU AND THE OTHER DISTINGUISHED MEMBERS ON THIS COMMITTEE TO DISCUSS THE COAST GUARD'S BRIDGE ADMINISTRATION PROGRAM. JOINING ME TODAY IS MR. NICK MPRAS, CHIEF OF OUR BRIDGE ADMINISTRATION DIVISION. I HAVE A BRIEF OPENING STATEMENT THAT EXPLAINS THE PROGRAM IN BROAD TERMS. AFTERWARD, I WILL BE PLEASED TO RESPOND TO ANY QUESTIONS YOU MAY HAVE.

THE OBJECTIVE OF THE BRIDGE ADMINISTRATION PROGRAM IS TO ENSURE THE SAFE AND UNENCUMBERED PASSAGE OF MARINE TRAFFIC ON THE NATION'S WATERWAYS BY MINIMIZING THE INHERENTLY OBSTRUCTIVE NATURE OF BRIDGES. THIS OBJECTIVE IS ACCOMPLISHED THROUGH THE ISSUANCE OF PERMITS FOR THE CONSTRUCTION AND MODIFICATION OF BRIDGES, THE REGULATION OF DRAWBRIDGE OPERATION, AND THE ALTERATION OF EXISTING BRIDGES FOUND TO BE UNREASONABLE OBSTRUCTIONS TO NAVIGATION, WITH FULL CONSIDERATION OF THE IMPACT THESE ACTIONS MAY HAVE ON LAND TRANSPORTATION AND THE PUBLIC.

THROUGH THE PERMITTING PROCESS THE COAST GUARD ENSURES THAT PROPOSED BRIDGE PROJECTS WILL PROVIDE FOR THE REASONABLE NEEDS OF PRESENT AND PROSPECTIVE NAVIGATION, WHILE ALSO PROVIDING FOR LAND MODES OF TRANSPORTATION THAT WILL USE THE BRIDGE.

THROUGH THE REGULATION OF DRAWBRIDGE OPERATION, THE COAST GUARD ESTABLISHES, AMENDS OR REVOKES REGULATIONS FOR THE OPERATION OF DRAWBRIDGES AS CHARACTERISTICS AND USE OF WATERWAYS UNDERGO CHANGES, OR AS LAND TRANSPORTATION NEEDS CHANGE.

THE TRUMAN-HOBBS ACT OF JUNE 21, 1940, REQUIRES THE SECRETARY OF TRANSPORTATION TO ORDER THE ALTERATION OR REMOVAL OF BRIDGES FOUND TO BE UNREASONABLE OBSTRUCTIONS TO NAVIGATION. BRIDGES MAY BECOME UNREASONABLE OBSTRUCTIONS TO NAVIGATION AS CHANGES OCCUR IN THE CHARACTERISTICS AND USE OF WATERWAYS.

ALL BRIDGES CONSTRUCTED ACROSS THE NAVIGABLE WATERS OF THE UNITED STATES ARE CONSIDERED OBSTRUCTIONS TO NAVIGATION; A BRIDGE IS TOLERATED ONLY AS LONG AS IT IS REQUIRED DUE TO THE NEEDS OF LAND TRANSPORTATION, AND THEN ONLY IF IT ALSO PROVIDES FOR THE REASONABLE NEEDS OF NAVIGATION. THE TRUMAN-HOBBS ACT IS ADMINISTERED TO ENSURE THAT THE SIZE OF THE NAVIGATIONAL BRIDGE OPENING WILL PROVIDE SUFFICIENT CLEARANCE FOR THE TYPES OF VESSELS THAT TRANSIT THROUGH THE BRIDGE SITE. THE STRUCTURAL INTEGRITY OF THE BRIDGE IS NOT A FACTOR FOR CONSIDERATION UNDER THE AUTHORITY OF THE TRUMAN-HOBBS ACT. THE PURPOSE OF THE TRUMAN-HOBBS ACT IS TO ENSURE THE SAFE PASSAGE OF VESSELS UNDER OR THROUGH BRIDGES ON THE NATION'S WATERWAYS, RATHER THAN TO FUND BRIDGE ALTERATIONS FOR THE BENEFIT OF LAND TRANSPORTATION.

BEFORE A BRIDGE ALTERATION OR REPLACEMENT PROJECT CAN BE CONSIDERED UNDER THE TRUMAN-HOBBS ACT, A THOROUGH STUDY AND ANALYSIS CONSIDERING THE UNREASONABLENESS OF THE OBSTRUCTIVE CHARACTERISTICS OF THE BRIDGE MUST BE UNDERTAKEN. SUCH A STUDY

IS USUALLY INITIATED BY THE COAST GUARD AFTER COMPLAINTS ARE RECEIVED FROM NAVIGATION INTERESTS OR THE BRIDGE OWNER, OR WHEN WARRANTED BY THE VESSEL ACCIDENT RECORD AT THE BRIDGE SITE. IF THE CAUSE OF VESSEL-BRIDGE COLLISIONS IS OTHER THAN THE UNREASONABLE RESTRICTIVENESS OF THE BRIDGE SPAN -- FOR EXAMPLE, HUMAN ERROR -- SUCH ACCIDENTS CANNOT BE CONSIDERED VALID REASONS FOR ALTERATION OF THE BRIDGE UNDER THE TRUMAN-HOBBS ACT. THE TRUMAN-HOBBS ACT, THEREFORE, WOULD ONLY BE APPLICABLE IF THE SPAN OF THE BRIDGE WAS FOUND TO BE UNREASONABLY RESTRICTIVE TO NAVIGATION AND THE NAVIGATIONAL BENEFITS THAT WOULD ACCRUE AS A RESULT OF THE BRIDGE'S ALTERATION WOULD AT LEAST EQUAL THE COST OF THE PROJECT (ONE-TO-ONE BENEFIT/COST RATIO).

SINCE THE BRIDGE OWNER'S SHARE OF ALTERATION COSTS IS NORMALLY ONLY 10 TO 15 PERCENT OF THE TOTAL, THE TRUMAN-HOBBS STUDY MUST CLEARLY SHOW THAT THE BENEFITS TO THE NATION'S ECONOMY, RESULTING FROM SAVINGS TO NAVIGATION AFTER ALTERATION, WARRANT SUCH A PUBLIC EXPENDITURE. BRIDGES RECENTLY DETERMINED TO BE OBSTRUCTIVE BY CONGRESS, AS OPPOSED TO A DETERMINATION THROUGH A TRUMAN-HOBBS COST/BENEFIT ANALYSIS, HAVE NOT MET THE MINIMUM COST/BENEFIT CRITERION. WORK ON THESE MANDATED BRIDGES CONSUMES MUCH OF OUR STAFF RESOURCES. THESE RESOURCES MIGHT OTHERWISE BE APPLIED TO INVESTIGATION AND ALTERATION OF BRIDGES THAT ARE MORE OBSTRUCTIVE TO NAVIGATION, AND OFFER A GREATER BENEFIT TO THE NATION THROUGH ALTERATION UNDER THE TRUMAN-HOBBS ACT. ON THE OTHER HAND, ALL BRIDGE ALTERATION PROJECTS INITIATED EITHER BY THE CORPS OF ENGINEERS PRIOR TO 1967 OR BY THE COAST GUARD SINCE 1967 HAVE MET THE ONE-TO-ONE BENEFIT/COST RATIO REQUIREMENT.

ONCE AGAIN, THANK YOU FOR THE OPPORTUNITY TO APPEAR BEFORE
YOUR COMMITTEE. I WILL BE PLEASED TO ANSWER ANY QUESTIONS YOU
MAY HAVE.